

ANTIQUITIES AUTHORITY POLICY ON CONSTRUCTED CULTURAL HERITAGE CONSERVATION

Conservation Department, Antiquities Authority

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Foreword by the Director of the Antiquities Authority	4
Foreword by the Director of the Antiquities Conservation Department.....	6
I. General Principles	12
1. <i>Definitions</i>	12
2. <i>Values of the cultural heritage</i>	12
3. <i>Value as the Basis for Site Handling</i>	13
5. <i>Site Presentation</i>	13
6. <i>Holistic Approach to Conservation</i>	14
7. <i>Professional Standards and Skills.....</i>	14
8. <i>Professional Training</i>	14
9. <i>Research</i>	15
10. <i>Public Awareness and Participation</i>	15
11. <i>Regulatory Tools</i>	16
12. <i>Economic tools</i>	17
II. Conservation Principles	17
1. <i>In situ conservation.....</i>	17
2. <i>Minimal intervention</i>	18
3. <i>Respecting the Material</i>	18
4. <i>Documentation and Survey</i>	18
5. <i>Conserving archeological excavations</i>	18
6. <i>Emergency Plan</i>	19
III The Conservation Process	19
1. <i>Sequence of Work</i>	19
2. <i>Inventory.....</i>	19
3. <i>Survey, Documentation and Evaluation</i>	20
4. <i>Planning</i>	20
5. <i>Site Management.....</i>	21
IV Conservation Intervention	21
1. <i>General instructions.....</i>	21
2. <i>Maintenance.....</i>	22
3. <i>Preventative Conservation, Physical Protection and Design</i>	22
4. <i>Covering sites</i>	22
5. <i>Conservation Involving Minor Intervention</i>	23

6.	<i>Conservation Involving Major Intervention</i>	23
7.	<i>Full Restoration</i>	23
8.	<i>New Elements</i>	23
9.	<i>Site Environs</i>	24
10.	<i>Monitoring</i>	24
	PRIORITIZING GOALS	25
A.	<i>Conservation of historic cities and centers</i>	25
B.	<i>Earth Structures</i>	25
C.	<i>Site Roofing</i>	25
D.	<i>Prehistoric Sites</i>	26
E.	<i>Sites of the Bronze and Iron Age (Biblical Period)</i>	26
F.	<i>Handling "Classic" Sites</i>	26
G.	<i>Ancient Cities of the Negev</i>	27
H.	<i>Handling of Crusader and Mamaluk Sites</i>	27
I.	<i>Regional Plans for Conserving Ancient Synagogues</i>	27
J.	<i>Regional Plans for the Conservation of Ancient Ceremonial Sites</i>	27

Foreword by the Director of the Antiquities Authority

For about a century, archeological excavations were carried out in Israel, which revealed a rich and exceptional heritage. Preserved for centuries and millennia, the findings are a testimony to the country's past and people. National recognition of the importance of antiquity sites and a commitment to their preservation for future generations caused the Department of Conservation to be founded in 1988. For the Antiquities Authority, conservation is an integral part of and complementary to the gamut of archeology activities, from excavation, processing, and publication through to conserving artifacts and the site of their discovery.

Conservation is fraught with complex problems pertaining to different spheres, both administrative and physical. The administration of cultural heritage resources involves a wide number of private and public bodies (government ministries, local communities, private citizens, business people and archeologists). Physically, cultural heritage has been increasingly threatened in recent years by accelerated development and construction, war, environmental threats, large-scale excavations, and lack of funding and resources for conservation and maintenance.

In view of the threats challenging Israel's heritage sites, they must be managed holistically and with strict caution and professionalism. In 1997, the conservation department published the Antiquities Authority's conservation policy, detailing its long-term perspective and planning. The policy identified those agencies involved in conservation, the categories of sites earmarked for conservation, and the requisite goals and resources for their conservation.

Recently, Israel's conservation policy was revised, to bring it in line with current international practices. The revised (2003) policy established a doctrine of conservation, which is founded on internationally recognized conservation philosophy and ethics. It stresses a view of archeological sites as a non-durable resource, which must be managed bearing this in mind. The policy speaks of the economic and educational importance of archeological sites and the need to fully explicate their value within a systematic decision making process regarding the management, conservation and presentation of our heritage.

The resources at the conservation authority's disposal, range from legislation and training through to funding, and are inter-related and largely interdependent. The various aspects

addressed by Israel's conservation policy must be addressed and implemented as a unified conceptualization, rather than a set of independent issues.

Policy formation is a dynamic process. Therefore, this document should not be seen as the final word, but as a step on the way to finalization using the standards guiding us today. It is imperative to continue developing and perfecting conservation definitions and standards for our heritage sites, standards that are clear and universally accepted by all who serve the field of conservation.

The authority's ascribes great importance to the expression of its position and to working in partnership with the various agencies involved in heritage conservation. We hope that through the presentation of the principles underlying the decisions taken, and their philosophical and moral foundation, we will encourage a more professional discourse and raise awareness and understanding of conservation issues within the public as a whole.

Shoka Dorfman

Director, Antiquities Authority

Foreword by the Director of the Antiquities Conservation Department

“To conserve the past for the future”

This document, which updates the Antiquities Authority conservation policy, is based on the knowledge and experience accumulated to date, especially the knowledge acquired since Israel’s conservation policy was defined in 1997. The document will act as a basis for future antiquities conservation and can assist field personnel to understand and implement our conservation principles. The document presents Antiquities Authority conservation values, and is supported by appendices detailing international conventions.

The articles and rules governing the administration of antiquities since from the time of the British Mandate provide a clear policy for the conservation of antiquities. In every sense, British Mandate law, and the Antiquities Law and its implementation represent what is considered policy today. While the conservation policy described here is also based on the conclusions of that period, it additionally draws on the tremendous experience gained by the Department of Antiquities and Antiquities Authority in the field of conservation from 1988-2002, when changes occurred in the authority’s management and role. The early conservation policy guidelines as applied by conservation department staff, along with the abundant experience of that period, represent the essence of the Antiquities Authority’s conservation policy for the future.

There are many ways of describing conservation policy goals, but for illustration purposes, I will use one of the classical definitions of foreign policy, according to which a declared policy is a theoretical policy which is meant to back the thinking of long-term policy administrators and leaders and guide them as they learn. It is not intended to dominate their day-to-day work. Augmenting this statement is a complete, well-organized system with regulations and specifications designed to provide structured, off-the-shelf solutions. These solutions are crucial for the field echelons and staff working outside the decision-making centers.

When we compare conservation with national politics or economics, we find that as with foreign policy and trade, some aspects of their work involve a clash between conflicting social, economic and environmental concerns. It seems therefore that long-term policy requires a constant effort to gain market share and establish “fresh markets”.

A further parallel may be drawn between conservation policy and foreign policy. Passive conservation policy, which tries to protect antiquities sites from the elements and undesirable development using limited inspection, injunctions and sanctions when damage occurs, is similar to passive foreign and economic policy, which tries to protect the country and its territorial assets through deterrence. Active foreign and economic policy involves breaking into new markets to conquer them or increase market share, and is comparable with active conservation policy, which wants to identify multiple new sources of funding, tackle sites not previously addressed, and develop new conservation policy are symbiotic with development.

As with economic activity which tries to increase production and variety in the basket of products, meet growing market needs, or satisfy markets with changed tastes, conservation goals can involve increasing the number of sites or the number of sites open to visitors, and have different sites with different target audiences. Like commercial company CEOs who invest in market research and advertising campaigns to spur company expansion, and high ranking military staff who invest in R&D for new weapons to respond to national threats, antiquities conservation department directors can invest in research and professional training to maintain the present condition of antiquities sites and redouble efforts to conserve them. This, in response to the growing number of natural and man-made ecological hazards, the growing number of abandoned, non-operational sites and the danger of over-development in areas adjacent to and inside the sites.

Similar to the economic and political markets, in order to guarantee future success, conservation policy directors must invest means and resources in trying to identify techniques and funding needed to preserve sites with the largest anticipated tourism development and growth.

To sum up: an holistic conservation policy accepted by all agencies involved with Israel's antiquities sites is a complete system of rules, regulations and guidelines. The aim of these is to assist decision makers when analyzing situations, implementation, training and deployment of professional personnel. It can respond to future scenarios based, among other things, on experience. Conservation policy requires comprehensible goals and tasks

for everyone involved. It must be straightforward and flexible so that its implementers or inheritors can adapt it for different conditions and times.

It is vital for conservation policy to be underpinned by a professional staff that can understand, analyze and execute principles of conservation. This staff requires a high level of formal training, and must be strongly motivated, have in-house training at every stage, accept responsibility for teaching the next generation and for working with authorities whose work touches on antiquities conservation.

Conservation policy must regard cooperative work with other conservation bodies as a higher goal in the long-term battle to conserve sites against those who see conservation a burden and interference with the advancement of different interests.

It is important to rationalize conservation policy into a set of principles capable of standing alone as distinct units, and turned into laws, regulations, instructions, philosophy, implementation or modes of application. In this way, it will be possible to take each “principle” individually and change it into a policy definition or enforcement vehicle as required.

It is my hope that the conservation policy set out in this document will provide a professional understructure, which can help decision makers – whether at the ministerial level or in the field – to understand, analyze, resolve and execute steps needed to advance the sphere of antiquities conservation in Israel.

Conservation policy is about preserving our cultural assets. Its aims to conserve them for the future, and where possible, display them for new generations to see.

The Antiquities Authority conservation policy is founded on an international and national philosophy and ethics of conservation. It is designed to preserve the most important physical and historical values of the constructed cultural heritage of Israel which ensures that antiquities are dealt with fittingly, with priorities, and so that their proper value is appreciated (principle of values), and the wider public helped to understand them (principle of public benefit) and respect them (principle of respect).

The aim of this policy is to safeguard the country's antiquities as a cultural asset and ensure that all parts of our heritage are preserved and taken into account within the parameters of government bodies' work and the work of all those involved in Israel's antiquities sites

The policy is defined within framework of the Antiquities Law and Antiquities Authority Law. It concerns Israel's present and future antiquities conservation needs, and is theoretically grounded in such international conventions as Venice Charter 1964; the International Convention for World Heritage Conservation 1972; the International Archeological Convention 1976; the Hague Convention of 1986; the Nara Convention 1995.

The Conservation Department, with its task of realizing Israel's conservation policy goals, is the main body nominated for this by the Antiquities Authority. Funding for the implementation of conservation policy, and the trained professional resources and existing human resources for its application, are a product of the decision that the Antiquities Authority, through its Conservation Department, will be the body responsible for executing this policy.

The policy is an operational tool for the authority for implementing Israel's antiquities laws, in particular, Antiquities Law, para. 29G, articles 3-30 and Antiquities Law, para. 5 B and C.

Yakov Scheffer, Eng.

Director, Conservation Department

INTRODUCTION

Cultural heritage is an expression of Israel's cultural diversity and richness and contribute to defining what Israeli identity is. Heritage sites help deepen the relationship between a people and its country, between the community and its landscapes and between the individual and his or her past; they also contribute to social unity. Israel's multifaceted and many cultural heritage assets offer tangible archeological and historical testimony to the unique Israeli experience and identity. They reflect the spectrum of ethnic and cultural communities in Israel and offer us information regarding our present day identity, our past, and the way that the Israeli landscape became as it is. These places are valuable.

The constructed cultural heritage and its environment are an exhaustible physical resource which cannot be replaced or repeated. Heritage assets are exceedingly vulnerable and often threatened by natural elements as well as human activity: rapid urban development and its associated pollution, population growth and density, growing pressure from domestic and foreign tourism, and unsupervised archeological excavations. In light of their tremendous fragility, it is imperative that we protect, conserve and display our heritage sites, both in order for us to enjoy them now, and so we can pass them on to our children. To guarantee continued public pleasure from these assets, we must carefully apply the requisite conservational measures and ensure the provision of regular maintenance.

It is within the national interest and that of all bodies connected with our heritage sites, to conserve them and ensure that they are passed to future generations. Conservation policy is a system of professional guidelines that establish how we must look after our heritage assets, and comes to complement the Antiquities Law and Antiquities Authority Law. It is founded on internationally agreed ethics and values and binds all parties concerned, including public authorities, site managers, researchers, documentation experts, planners, conservationists and educationalists and communication professionals. Key to conservation policy is the conservative approach to change, which sets out that whatever necessary must be done to prepare and make use of sites, but beyond that, as little as possible should be altered to ensure that the cultural significance of the asset is conserved.

Crystallizing this policy reflects the Antiquities Authority's primary role of conserving Israel's constructed heritage and her commitment to consolidating the status of the Department of Conservation as Israel's foremost professional agency. By the power of its

task of conserving Israel's heritage, the Antiquities Authority will advance cooperation with parties associated with conserving and promoting the sites through suitable training, instruction and inspection. However, it must be stressed that conservation is not the purview of conservation bodies alone and that we regard these as public representatives charged with the safety of the cultural treasures for the rest of the society. The Antiquities Authority will help the public to attain an appreciation and understanding of the assets of its past.

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I. **General Principles**

1. *Definitions*

- 1A. The term constructed cultural heritage relates to all sites that developed as a result of human activity and possess cultural value. Included in this are archeological remains, underwater sites, ruins, traditional buildings, מכלולי מבנים whole buildings, ancient and historical villages, cities, parks, ancient agricultural remains and landscape sites of cultural value. The term constructed cultural heritage generally relates to large architectural remains and differs from the broader notion of material culture, which also refers to smaller discoveries such as tools and coins.
- 1.B. Conservation concerns every activity associated with the physical conservation of an asset within its historical environment. The aim of conservation is to conserve the authenticity of the site and its multiplicity of cultural, aesthetic, historical, social and scientific values. These values and the data are deposited in the materials that make up the asset, its design, location and surroundings, and its associated uses and emotions. Practical conservation addresses both natural and human damage and the prevention of decay using technological means and interfaces.

2. *Values of the cultural heritage*

- 2.A. The significance of cultural heritage and its importance stems from the cultural value of the site, including its aesthetic, historical, social and scientific value. *Aesthetic* value concerns the experiential and sensory qualities of the site and is assessed based on form, color and texture as they pertain, say, to artwork or architecture. *Historical* value relates to the history of the aesthetic, social and scientific features and includes the educational potential of the site. The criteria for assessing historical value are measured according to the site's impact on its surroundings, or an historical figure, event or other factor connected to it. The more evidence connecting the site to some figure, event or activity, the greater the site value. *Social* value relates to the site's ability to foster a collective identity and additional social associations that may be constructed by relating to the site, for example, sites of national importance. *Scientific* value concerns the site as a source of research information, as in archeological sites. The Antiquities Authority will encourage the research and development of a set of criteria for evaluating the various heritage assets.

- 2.B. The Antiquities Authority will recognize and respect differing, occasionally conflicting values, especially in sites where there is conflict, as in a site where several periods occur and one period can be highlighted at others' expense. The Antiquities Authority will attempt to find solutions that allow the site's values and multiple interpretations to coexist. The antiquities will be dealt with a professional conservationist basis, and the effort invested in them will be of equal weight irrespective of the category of site, its period, cultural context or historical / current importance.
- 2.C. It is vital to respect each period's contribution to the historical significance of the site. Earlier layers will be exposed by removing later ones with the utmost care, following precise documentation, and only if the data justifies this step. Decisions on such matters will be left to the excavator or planner after consultation with the parties associated with the site, e.g., the site director, conservation expert and planner.

3. *Value as the Basis for Site Handling*

The cultural value of the site will be the chief consideration when deciding policy issues and choices regarding the optimal operational methods to use. All factors affecting the site will be considered including physical condition, resources and external constraints.

4. *Usages*

4.A. The use of heritage sites will be for the public good. Usage will respect the historical value and physical integrity of the site and advance its recognition and appreciation by the public. Public use of the site will be monitored so that that site values are not negatively affected due to short-term expediency.

4.B. In historical cities, continuity of the site's traditional uses should be encouraged, e.g., for residential purposes. Alternatively, the uses made of the site should have cultural value.

5. *Site Presentation*

5.A. In order for the public to understand the site's cultural importance, it must be presented properly with suitable services and information that reflect its messages and values. In partnership with the parties that manage heritage sites, the

Antiquities Authority will decide on ways of presenting the site's historical and cultural heritage for the public's edification.

- 5.B. The amount of reconstruction for illustration purposes should be kept to the minimum. Reconstruction may only be practiced in special cases, when sufficient evidence is available, and must be distinguishable from the original. Indirect methods of illustration that do not require physical interference or harm the original remains will receive preference.
- 5.C. History should be presented as honestly as possible, in all its complexity, and diversity.

6. ***Holistic Approach to Conservation***

An holistic approach to conservation involves legislation, administration, funding and having the professional and technical tools. The Antiquities Authority believes in taking an holistic approach that incorporates the various spheres and guarantees the conservation of Israel's constructed heritage.

7 ***Professional Standards and Skills***

- 7.A. Conservation must use all knowledge, skills, and disciplines that can contribute to site study and management of. Planning should combine conservation, social, economic and planning expertise. Priority will be given to multi-disciplinary teamwork in planning and execution.
- 7.B. Management and execution of conservation projects will reflect a high standard of knowledge, skills, techniques and professional expertise. Recognition of the conservation department as Israel's foremost professional body will be a priority and reflected in Antiquities Authority staff training and specialization.
- 7.C. The Antiquities Authority will institute itself as the national body responsible for conserving Israel's constructed cultural heritage. The Antiquities Authority will introduce comprehensive guidelines and standards for all conservation activities – documentation, surveying, planning implementation, inspection and maintenance – that will govern all parties engaged in antiquities conservation at the sites.

8. ***Professional Training***

- 8.A. The Antiquities Authority considers professional conservation training on the academic and practical levels as a critical factor. Training must coincide with

Israel's conservation needs, including staffing requirements and conservation professions. It is vital to instill conservation planning knowledge and skills in planning authorities and professional bodies, such as the Ministry of the Interior, district and local councils, etc.; professional associations for architects and engineers, contractors; tourism, educational and cultural organizations; bodies responsible for antiquities sites administration, such as the Ministry of Religious Affairs, the Nature and Parks Authority, and KKL, and relevant government authorities and ministries. It is also imperative for conservation training to be an academic subject and part of new or existing courses and programs in schools of architecture and design, engineering, archeology, geography, art, economics, sociology and law.

- 8.B. Training courses will be introduced in conjunction with public, academic and state organizations in which the Antiquities Authority sees itself as playing a leading role in supervising and developing the theoretical and practical course contents, and inspecting the professional expertise of course graduates based on criteria established by the Authority.
- 8.C. The Antiquities Authority will encourage the employment of qualified planners and conservationists with suitable training and experience who meet the professional standards of both the private and public sectors. The Antiquities Authority will oversee the planners and conservationists working at antiquities sites and apply specific criteria, procedures and regulations to their work.

9. ***Research***

Research is among the most important factors in conservation and will provide the basis for all phases of the conservation process. Research also implies the development of a scientific infrastructure with laboratories, publications, a professional library, computerized systems, technical support, and cooperation with research institutes at home and abroad.

10. ***Public Awareness and Participation***

- 10.A. Education and public relations is the key to a knowledgeable and sympathetic decision-making and planning echelon. The Antiquities Authority understands the key part played by archeologists and the public in heritage conservation. The Antiquities Authority therefore attaches great significance to contacting

educational, research and community bodies, disseminating information and involving the public in all spheres of conservation, in an effort to encourage public involvement and support. Social, tourism, religious, voluntary and financial projects can all contribute to developing a sense of partnership with the public.

10.B. The conservation, presentation and administration of heritage sites should encourage involvement of people from communities with a special cultural, spiritual or social connection to the site.

11. *Regulatory Tools*

11.A. The Antiquities Authority will push for legislation, standardization, regulation and planning aimed at ensuring the conservation of Israel's cultural heritage. Conservation goals that seek to protect cultural diversity and endangered monuments and sites based on an inventory list must be defined and grounded in law. Priority will be given to extending protection to historical buildings and מכלולים complexes not directly covered by the Antiquities Law.

11.B. The conservation councils, with their membership of professional experts, will lead and have oversight of conservation programs and the development of important sites, and respond to general and specific conservation issues. The councils will constitute an advisory public body for the Department of Conservation and the Antiquities Authority director.

11.C. Coordinatory mechanisms must be set up between the conservation bodies and the state and private sector to advance the conservation of Israel's cultural heritage at the local, regional and national levels. It is also important to encourage the partnership between these bodies and the planning authorities concerned with conservation through participation in planning committees, steering committees, implementation committees and monitoring committees.

11.D. The Antiquities Authority will demand the integration of conservation issues in national, district and local master plans, as a critical tool for the conservation, rehabilitation and development of Israel's heritage. This especially so in the case of urban building plans for historical cities and villages where the heritage values and ancient character must be highlighted and suitable buffer zones marked out. The Antiquities Authority will also champion the protection of antiquities sites through the conservation of open spaces by declaring them nature reserves, national parks, woodland areas, biosphere reserves and landscape reserves.

12. *Economic tools*

- 12.A. State funding allocation is needed for the conservation of Israel's cultural heritage. In the Antiquities Authority's opinion, the conservation budget must be enlarged by increasing government funding and raising additional funding from sources such as fundraising, fines, charging for new excavations, establishing a conservation fund with assistance from government ministries, encouraging privately run foundations and creating a market. Partnerships between official institutions and the private sector and non-official bodies.
- 12.B. The Antiquities Authority will do all it can to encourage heritage conservation through private sector incentives, subsidies, tax and municipal taxation relief, etc.
- 12.C. All activities involving antiquities must be backed by adequate resources for long-term conservation and maintenance. Financial alternatives for site conservation will be examined jointly with the excavator and other relevant bodies, and approved by the Antiquities Authority. Permission will be given for revenue raising initiatives that do not damage the antiquities; these will require Antiquities Authority supervision.

II. **Conservation Principles**

1. *In situ conservation*

- 1.A. The highest priority is to heritage conservation in situ. The aim is to conserve all items where they are. The conservation of art in the form of mosaic, frescoes and stone items will receive top priority. Under special conditions, when no other alternative exists for their conservation, permission will be given to remove items from the site – under Antiquities Authority supervision.
- 1.B. The movement of a site will be weighed on an individual basis after examining the values of the site and its environs, and investigating an alternative location. Site relocation will be approved as a last resort and only in unusual cases.
- 1.C. The site's historical environment is an important factor when determining its value and every effort should be made to safeguard and incorporate it in the holistic administration (interface) program for the site. A buffer zone must be defined for the site.

2. ***Minimal intervention***

Intervention in heritage assets should be minimal with a view to conserving as much original material as possible. The goal is to conserve the present condition and slow the rate of deterioration as much as possible by preventing natural and human destruction.

3. ***Respecting the Material***

- 3.A. Conservation will conform to the principle of respecting the original physical material used to construct the remains. The remains will be conserved in their historical state, without the loss of evidence or data. Non-destructive methods are a priority. Deviation from this principle will require special justification.
- 3.B. Use of traditional technologies and original materials will be a priority. New materials may only be used after trial of the material and establishing that it will not damage the site, or prevent or hamper future dealings with of the site.

4. ***Documentation and Survey***

- 4.A. Sites of national value must be documented and surveyed. If a site is earmarked for destruction, it must be documented and the documents filed in the public archives of the local authority and the Antiquities Authority archive.
- 4.B. Documentation and surveys form an integral part of conservation processing. They involve documenting the condition of the site prior to processing and compiling detailed records of all interventions in the site. The Antiquities Authority will decide on the level of documentation required and the amount of detail, based on the site value and conservation goals. All records pertaining to the site will be stored in the Antiquities Authority archives. This will include the documentation of all past and present conservation work, pre- and post-intervention.

5. ***Conserving archeological excavations***

Archeological excavations must be accompanied by inter-season conservation and will be conserved once the dig is over. A conservation plan, supported by appropriate funding, will be drawn up during and after the excavation. This plan must be submitted together with the excavation plan, as part of the excavation license application, and submitted to the Department of Conservation for approval.

In special cases, a conservation plan will be required for rescue digs. Explaining the importance of conservation to the excavating archeologists and involving them in the site conservation plan will be a priority.

6. ***Emergency Plan***

Given the instability in our region and the latent threats to constructed heritage, an emergency action plan is necessary in the eventuality of a disaster. The rescue plan must address both site and visitors. Public sites must be equipped with security and defense procedures and regulations; approval will not be given for measures placing either the site or its visitors at risk.

III **The Conservation Process**

1. ***Sequence of Work***

The Antiquities Authority will operate a conservation plan for Israel's heritage sites with sequential and complementary stages: identification and recording of inventory list, survey, documentation and evaluation, conservation planning and implementation, and site administration, including inspection, monitoring and maintenance. Relevant parties will be kept informed, and top priority will be given to evaluating site significance.

2. ***Inventory***

2.A. Identification and conservation of heritage sites will be necessitate an inventory and comprehensive conservation survey. The Antiquities Authority will compile a national inventory jointly with research organizations and national institutes. The records, will be stored in an accessible, computerized conservation database, and provide a tool for professional management, follow-up, control, and research. The database will contain basic information and reports, research results, evaluations, records of decisions and action taken. It will also provide a site and ranking classification based on cultural significance. A conservation survey inventory defining the physical status and conservation requirements of the sites will also be compiled. The inventory will also record the urgency of the site's needs and the outcome of the remedies applied. The order of Antiquities Authority priorities for remedying antiquities sites will be based on a conservation survey inventory of Israel's antiquities and a risks survey of the site condition and treatment required.

2.B. With regard to tendered antiquities sites, the site boundaries and buffer zone will be marked following reference to the conservation and environmental survey, an archive file will be opened, and the decision made regarding the party responsible for the site. The Antiquities Authority wishes to establish a complementary inventory register for heritage sites not covered by the Antiquities Law, and thus ensure that decisions regarding their future are guided by the historical value of the site.

3. ***Survey, Documentation and Evaluation***

The cultural significance of the site, its physical and interface condition will be based on the site survey along with archeological, historical, architectural and urban documentation as needed. The breadth and depth of the survey will be commensurate with the value and nature of the site, and with the class of conservation intervention and development requirements.

4. ***Planning***

4.A. The Antiquities Authority and relevant bodies will compile a national master plan for conserving Israel's antiquities sites. The plan will be based on the inventory register and in the long term will be developed to reflect the various site values and their physical condition as well as the different types of site and their periods.

4.B. Site planning will form part of an interface plan dealing with conservation goals, methods for handling the site, appropriate uses for the site, site presentation, management strategies and references to regional development plans. The interface plan will provide the basis for detailed conservation, development and maintenance programs. These programs will be drawn up following the survey, documentation and evaluation of site values, physical condition and interface factors. The Antiquities Authority will instruct planners on archeological, architectural, engineering and conservation matters.

4.C. Site planning will address the element or structure within the context of its environment. An holistic approach will be used rather than addressing isolated elements divorced from their context.

4.D. Plans will be revised periodically to meet the changing needs of the site.

5. *Site Management*

- 5.A. The Antiquities Authority in cooperation with the agencies responsible for heritage sites management will develop standards and procedures for the management of heritage sites. Planners and conservationists will be trained for employment in the organizations responsible for the sites. These bodies include the Nature and National Parks Authority, Keren Kayemet Leyisrael, municipalities and councils responsible for historical cities and villages, tourism development companies, open museums, and holy sites under Ministry of Religion and Ministry of Interior jurisdiction. To ensure maximal protection and proper conservation of the sites, the Antiquities Authority will undertake an active role in coordination with these bodies in deciding programs, drawing up interface plans, conservation and maintenance.
- 5.B. Traditionally, the Antiquities Authority has the jurisdiction for approving programs and site projects and for issuing licenses for conservation projects at Israel's antiquities sites. All conservation will be supervised and coordinated with the Department of Conservation.
- 5.C. The site manager is responsible for implementing the interface plan and for site conservation and maintenance, whose primary goals are to prevent endangerment to the site, human damage and natural deterioration. The site manager will also be responsible for the quality of display at the site.
- 5.D. Permanent site management development will balance other interests (development considerations versus conservation concerns). The ramifications of site development for visitors should be carefully considered in terms of long-term effect on antiquities. Even though opening a site to the public carries financial and educational benefits, it also increases the risk of physical damage to the antiquities. If a site generates revenue, it is important to ensure that the income is reinvested in site conservation and maintenance. Where there is irreparable damage to a site, protective measures must be reviewed, including closing areas to visitors and covering them.

IV **Conservation Intervention**

1. *General instructions*

Conservationist intervention also covers the technical resources for managing the site and its environs. The Antiquities Authority will give instructions regarding the

choice of management, so it is based on an understanding of the cultural significance and physical condition of the site and the principles outlined in Section III above.

2. ***Maintenance***

Maintenance is a primary and crucial resource in conservation to prevent and minimize the accretion of human and natural damage. The Antiquities Authority will demand an ongoing maintenance plan for every site, including a surveillance system. The Authority will approve and inspect maintenance plans which will be periodically updated as required. Maintenance reports will be filed with the Antiquities Authority archives. Priority will be given to conservation maintenance of antiquities sites open to the public.

3. ***Preventative Conservation, Physical Protection and Design***

These measures are designed to minimize damage to the site and its structures. They consist of roofing, drainage, fencing and security. Their purpose is to conserve as much of the original artifacts and, where possible, original character and site environment. The chief consideration when building roofed areas is maximum protection of the site. Covered areas must be simple, practical and designed to minimize to the site and its environment. As a principle, the Antiquities Authority will exhaust all preventative conservation measures for a site before undertaking in-depth intervention.

4. ***Covering sites***

The Antiquities Authority will instruct archeological sites to be covered once the research is over, in order to conserve the sites and prevent vandalism and robbery. In special cases, once long-term conservation of the site is assured, the site can be exposed and preserved for public visitors. To avoid over-exploitation and burnout of vulnerable sites, the question of rotation system for opening sites open to visitors can be reviewed, whereby certain sites would be closed and others opened instead. Sites would be covered following joint consultation between the excavator and the Antiquities Authority and would conform to approved covering specifications.

5. ***Conservation Involving Minor Intervention***

This relates to measures that do not require significant structural alterations or the addition of new elements, and which do not affect the basic condition of the site. The measures include stabilizing misshapen or collapsing sections, repairing elements, and removing later accretions of no value. This action is accompanied by full documentation, particular where in the case of adding or removing elements.

6. ***Conservation Involving Major Intervention***

This concerns intervention that significantly affects the original material. It includes stabilizing the structure using primary support elements and repairing or replacing missing sections. Decisions concerning the dismantling and assembly of a structure or moving structures and elements must be examined with caution and under supervision, for fear of causing serious damage to the original material and its environment. The Antiquities Authority will only agree as a last resort to dismantling and reassembling structures or moving structures to conserve them. All new additions introduced must respect the archeological potential of the ruins and historical structures without damaging the original material. Efforts will be made to ensure that the new elements blend harmoniously with the original design of the structures and remains.

7. ***Full Restoration***

The Antiquities Authority will only allow full, in-situ restoration of a building, with few preserved remains in exceptional cases and for unique buildings. In such cases, ensuring that no damage occurs to the original remains during restoration is a priority. Only solid evidence can provide a basis for in-situ building restoration, not analogies.

8. ***New Elements***

Any modern intervention must be distinguishable from the original remains. New elements must be incorporated sensitively and carefully to ensure consistency with the historic character of the site and without damaging the original remains.

9. ***Site Environs***

Work on the area surrounding the site is part of its conservation and display. Plans for modern service buildings and landscaping for the site must ensure no harm comes to the site or its landscape. The authentic environment of the site must be reconstructed as far as possible through appropriate landscape planning and arrangement.

10. ***Monitoring***

A national and inter-organizational monitoring system will be formed to follow-up and monitor the degree to which antiquities sites are at risk and serve as the basis for site maintenance. The system will gather data on the condition of sites and causes of deterioration, whether natural or through vandalism. Where vandalism occurs, the site must be restored to its former condition as far as possible and as quickly as possible to minimize the damage.

PRIORITIZING GOALS

Conservation policy applies to all antiquities sites and should be treated as a whole. This being said, several specific goals, derived from the general policy, have been identified and these will top Israel's conservation priorities in the coming years. The fact that these priorities exist does not detract from the importance of the sites and issues not addressed here, or detrimentally affect the attention they receive.

A. *Conservation of historic cities and centers*

The Antiquities Authority will work on consolidating a national conservation policy for historic towns and village centers and develop appropriate models for that policy which will include surveys, planning and inspection. The Antiquities Authority will also promote conservation and rehabilitation projects for such sites. Multi-year plans will be developed for the various locales, with clear definitions of goals and existing and potential resources. There will be special emphasis on Antiquities Authority initiative and involvement in developing conservation master plans for historic cities and villages in partnership with government ministries and local authorities.

B. *Earth Structures*

Over the decades, earthen structures were excavated in many Israeli sites only to be left exposed, without proper processing or maintenance. These structures, some of which possess primary scientific and cultural value, are crumbling with increasing speed, and in some instances, will be completely obliterated. In the Authority's opinion, these sites require urgent conservation, accompanied by research into the causes of erosion, and identifying conservation solutions, including covering, building הקרבה layers and roofing.

C. *Site Roofing*

Erecting roofs in archeological sites is a solution commonly used to protect and display delicate findings like mosaics, frescoes and earthen structures. Despite the large investments made in finding roofing solutions, they often seem to damage the site landscape, causing persistent, even accelerated erosion. In collaboration with international research programs, the Antiquities Authority will advance the study of

roofing effects on site erosion, interpretation and presentation, and develop guidelines for planning and erecting roofing.

D. ***Prehistoric Sites***

The nature and delicacy of prehistoric sites present a complex challenge for conservationists and call for special kinds of solutions. The Antiquities Authority intends to study the typical conservations problems that occur in such sites and develop a strategy for interpreting and displaying prehistoric sites.

E. ***Sites of the Bronze and Iron Age (Biblical Period)***

Because of their special cultural value, sites from the Bronze and Iron Age (the Biblical Period) attracted widespread scientific and public interest in Israel. Their discovery was often followed by intensive development and reconstruction projects for the edification of the public, which led to damage being caused to the ancient remains. Notwithstanding the considerable investment in excavations and resources for enhancing the site for visitors, conservation work was very limited.

The Antiquities Authority therefore plans to step up conservation activities in sites displaying signs of accelerated deterioration due to over-excavation, ignorance, inappropriate techniques, intensive reconstruction and development, and lack of conservation maintenance. The proposed work entails in-depth research into the causes of deterioration, and investigation of methods of conservation and means of presenting site values without reconstruction or damage to antiquities.

F. ***Handling "Classic" Sites***

In the 1990s, Israel's classic sites were dug intensively and developed as tourist attractions. This produced over-development, which was not balanced with conservation needs, and often caused irrevocable damage caused to the site and its values. We must acknowledge that these sites were "sacrificed" in the name of tourism development and that a clearer definition of development boundaries and aims is imperative. As a rule, reconstruction and development of already-developed sites should be restricted while at the same time increasing the level of appropriate conservation intervention and professional maintenance. The question of whether to open other "classic" sites besides those we have, and restricting the reconstructive work permitted on them, should also be reviewed.

G. ***Ancient Cities of the Negev***

The ancient cities of the Negev were uncovered through archeological excavation, opened to the visiting public and reconstructed. Over the years, however they have become increasingly neglected. Some sites are dilapidated, dangerous, and devoid of appropriate conservation and maintenance. It is therefore imperative for the Antiquities Authority to undertake a comprehensive program of emergency remedial action consisting of conservation, safety, professional maintenance, and of closing some sites and covering and reopening others.

H. ***Handling of Crusader and Mamaluk Sites***

Israel's crusader and Mamaluk fortresses are impressively preserved and in relatively good condition. It is the Antiquities Authority opinion that these sites should be part of a national plan emphasizing their conservation, rehabilitation, development and environmental integration. Key activities should focus on environmental-landscape development, continuing conservation and maintenance, and the avoidance of intensive exposure and reconstruction in the future. Crusader and Mamaluk sites in ancient village centers should be emphasized, and incorporated within urban planning and social and cultural activities.

I. ***Regional Plans for Conserving Ancient Synagogues***

The Antiquities Authority will promote a regional program for the conservation, rehabilitation and development of clusters of ancient synagogues. It will deal with groups of synagogues in the Central Galilee, North-East Galilee and South Har Hevron, and focus on conservation, maintenance, environmental development and presentation. The program will be incorporated into regional development programs and other projects by other public bodies.

J. ***Regional Plans for the Conservation of Ancient Ceremonial Sites***

The Antiquities Authority will press forward a program for regional conservation, rehabilitation and development of groups of temples, churches, mosques, and other ceremonial sites recognized as antiquities. It will deal with churches in the Western Galilee, Sea of Galilee, and area of South Har Hevron and Arad, and focus on conservation, maintenance, environmental development and presentation. The

program will be incorporated into regional development programs and other projects by other public bodies.

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